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ABSTRACT

Addressed primarily to planners facing the challenge of changing both the directions and scope of services provided by community jails, this report describes the trends and alternative ways of dealing with offenders which bear directly on future jail operations. The report considers jail functions, administrative models, and physical design. (BH)

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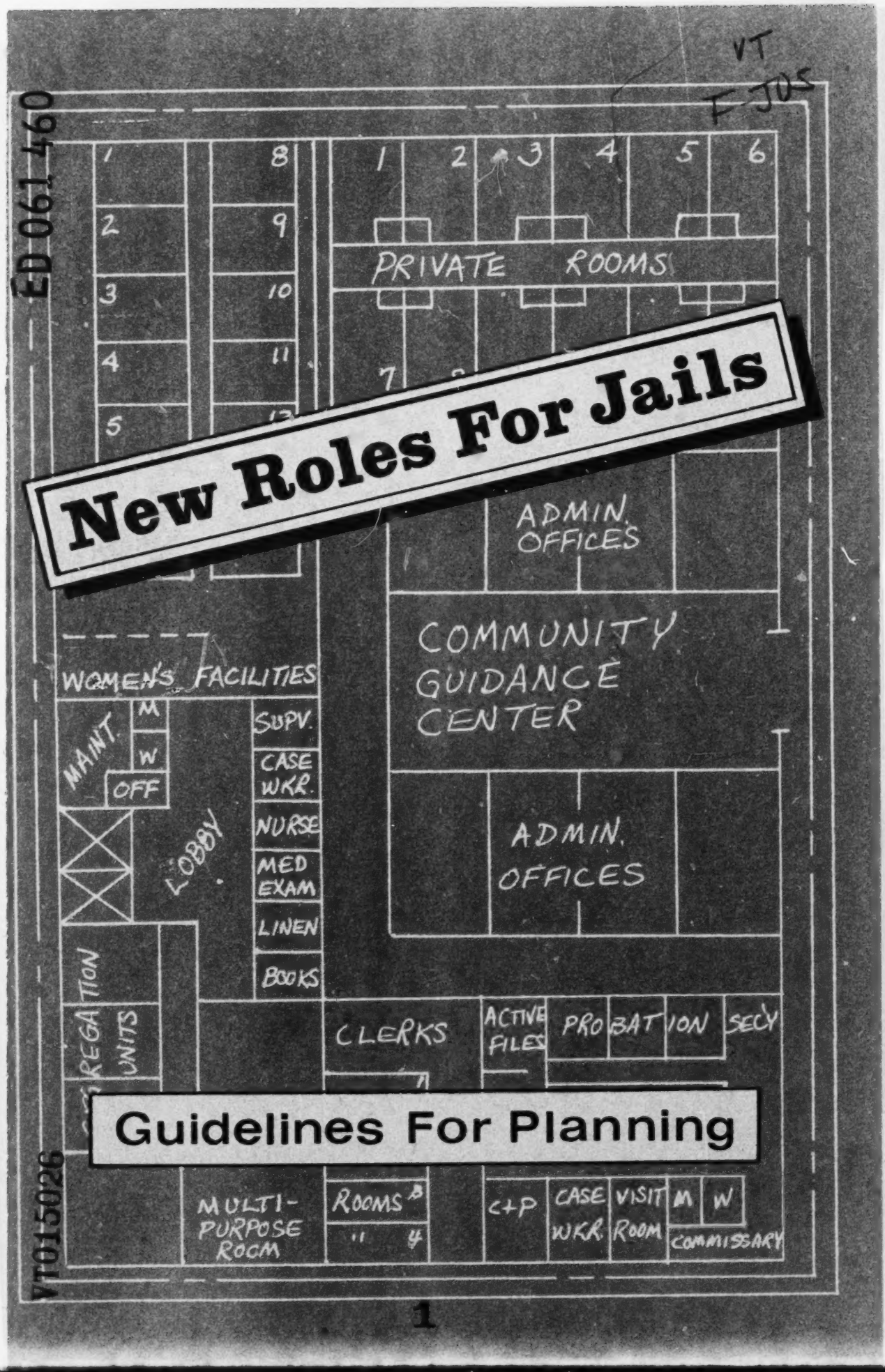

New Roles For Jails

Guidelines For Planning

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NEW ROLES FOR JAILS

Guidelines for Planning

Edited by
MARK S. RICHMOND
Deputy Assistant Director, U.S. Bureau of Prisons

Assisted by
GEORGE W. ADERHOLD
Senior Architect, U.S. Bureau of Prisons

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PREFACE

Concern over jail problems is now more widespread than ever before and efforts are being made to correct them. What is needed is a new approach; one that begins by taking out of jails the great number of people who do not belong there and that ends by fashioning these facilities into correctional centers and incorporating them as essential parts of a balanced local or regional correctional system.

This publication is intended to assist that approach. Addressed primarily to planners who face the challenge of changing both the directions and scope of services provided by community correctional institutions, discussions are directed at trends and alternative ways of dealing with offenders which bear directly on the future operation of local institutions. The final section will be of particular interest to architects who are concerned with many issues in design.

It will be seen that much of the discussion is theoretical and speculative. This is so for two reasons. Not only is correctional practice in a state of flux, but local communities vary so much in size, resources, political tradition and jurisdictional authority that any proposal, to be practical, would have to be tailored to each set of circumstances.

Officials of sparsely populated counties which maintain a small jail housing six to ten prisoners will find little in this text which is specifically pertinent to their needs. Obviously jails of this description have only the most limited opportunities to operate as correctonal centers. While they will probably continue to be needed for pre-trial detention of persons awaiting trial, there is need for a continuing search for alternatives to their use for the confinement of persons under sentence.

Also it should be made clear that this publication does not address itself, except in the most general terms to issues involved in the design and execution of specific institutional programs or to questions of correctional institution management and operations. These matters will be the subject of other monographs which we anticipate will follow.

Although we have suggested the emerging range of services which noncorrectional agencies are in a position to provide the offender, no effort has been made to catalogue these services or to suggest specific ways in which they may be incorporated into a comprehensive program plan. This too is an area which deserves separate treatment in future publications. The observations which have been made are intended to emphasize the fact that corrections is no longer in a position where it must go it alone and planners should be sensitive to this fact.

It cannot be emphasized too strongly, however, that administrators of local correctional programs must take leadership roles in bringing about better coordination of the legislative, enforcement, judicial, social and correctional elements which make up our system of justice.

This publication was produced by the staff of the Federal Bureau of Prisons. Mr. Mark S. Richmond, Deputy Assistant Director, was the principal draftsman and editor. He was assisted by Senior Architect George W. Aderhold. The manuscript was reviewed by experienced correctional administrators and others whose valuable suggestions were incorporated in the text.

MYRL E. ALEXANDER
Director, U.S. Bureau of Prisons

FUNCTIONS OF THE LOCAL CORRECTIONAL INSTITUTION

The earliest function of jails in Anglo-Saxon society, from which we derive most of our social institutions, was to safely keep accused persons to be sure they were on hand to stand trial when the King's travelling judges came around. This responsibility dates back to the 10th Century and it was several centuries later before jails also became places of punishment for petty offenders, vagrants and debtors.

It is natural that the colonists who came to America set up local jails to serve the same purposes in the new country. Later, when Quaker humane influence turned the new country against the barbarous forms of corporal punishment that had been inflicted upon more serious offenders, imprisonment for long periods of time became the general practice and a new kind of institution called the penitentiary came into being. Customarily, these facilities have been administered by the states and, later, by the Federal Government.

The jails, keeping their time-honored functions of detaining accused persons and offenders serving short sentences, remained under local control. At the same time, probably because of their accessibility, they were called upon to deal with other kinds of problem people, including the insane, children who could not be controlled elsewhere, alcoholics and men who would not support their families. In short, jails have tended to become convenient repositories for all kinds of misfits for whom society has not made more adequate provisions.

Given the limitations of local financing, absence of essential programming resources and the impossibly diverse problems heaped upon them, it is little wonder that local jails have been in disrepute for their archaic methods of operation. Many harsh words have been directed toward the jails and the people who run them, but few systematic attempts have been made to correct the causes of their evils.

At last, there are new trends along the whole range of correctional thinking and practice which forecast the possibility of new and more constructive uses of local jails. These trends must be taken into account in planning new or remodelled local correctional facilities both for these reasons and for the added likelihood that other program developments and procedural changes may well have an effect on the number and kinds of jail populations.

CURRENT CONCEPTS OF CORRECTIONS

The conceptual framework of correctional practice has undergone many changes over the years. Of the many principles and theoretical considerations

from which traditional programs and services are being reexamined and upon which new approaches are being made, the following have particular significance for the local institution:

- "The general underlying premise for new directions in corrections is that crime and delinquency are symptoms of failures and disorganization of the community as well as of individual offenders..... The task of corrections therefore includes building or rebuilding solid ties between offender and community, integrating or reintegrating the offender into community life..... This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions....." [1]
- The focus of corrections is intervention in delinquent and criminal careers, through management and control of crises and programs designed to overcome handicapping deficiencies.
- The deeper an offender has to be plunged into correctional processes and the longer he has to be locked up, however humanely, the greater the cost and the more difficult the road back to the point of socialization that will permit successful reintegration in the community.
- A person's needs for control or for help are not necessarily related to his legal status.

These principles are being applied in various ways, both at pre-trial stages and after conviction. The following innovations could have great impact on the operation of local community correctional centers.

PRETRIAL PROGRAMS

Early diversion. One idea—scarcely tried—having great promise for the future is the diversion of certain types of medical and social problems out of the correctional system. Recent court decisions that alcoholism is a disease, not a crime, will cause a major reduction of jail commitments. It is estimated that at least one-half of all misdemeanant arrests are for drunkeness or offenses related to the use of alcohol. A diversion system could keep off criminal court calendars and out of jails drug users, homeless men and other socially incompetent people whose offenses hurt themselves but not society. Other lesser offenders could be diverted from prosecution by voluntarily accepting help before trial in programs similar to the Manhattan Employment Project now being conducted on an experimental basis by the VERA Institute of Justice in New York.

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[1] Report of the Task Force on Corrections, the President's Commission on Law Enforcement and Administration of Justice, 1967, pages 6-7.

Pretrial liberty. It has been pointed out repeatedly that the system which permits accused persons with money to be free awaiting trial while those without resources have to stay in jail is one of the great blots on our notions of equal justice. Every accused person, rich or poor, is presumed to be innocent until proven guilty. Legally, the only assurance that properly can be demanded of an accused person is that he will be present for trial.

Experiments a few years ago, also by the VERA Institute, established that persons with solid community ties through job, family and friends can give their promises to appear in court without bond and can be expected to answer when their cases are called. In fact, experience to date suggests that fewer persons who are released on their own recognizance abscond than those on regular bail. The information needed to allow a judge to decide whether to trust a defendant's word can be collected and verified by relatively untrained interviewers in a matter of hours. Release on recognizance is coming into wide use and favor across the nation.

In a number of jurisdictions experiments are underway to extend further the scope of pretrial liberty through selective use of summons in place of arrest for certain offenses. To the accused this could mean complete avoidance of the question of bail, elimination of the waiting period before arraignment for this determination to be made and freedom from the stigma of arrest if acquitted.

Experiments are being made also with "partial" detention for selected persons. Essentially, this is a procedure which permits the accused to work at his regular job but requires his confinement in jail during non-working hours, at night or during weekends.

Services to the pretrial defendant. Just as it would be the purpose of an intake unit to screen out of the criminal justice system those persons whose problems of management and control can be met adequately without court intervention, so those who are admitted to the criminal justice system may have similar needs. From preliminary surveys, it is apparent that these tend to cluster in the following areas: family problems, occupational problems, legal problems and medical or psychiatric problems.

It has long been evident that a program could be provided which encompasses a range of services extending from arrest, through trial and sentencing. The design of such a program may take various forms and it will require the support and cooperation of many community agencies and services to bring it into being.

POST-CONVICTION PROCEDURES

Probably the greatest impact on jails and their operations are coming from the introduction of non-traditional post-conviction procedures. From

time immemorial a fine or a sentence to jail have been the principal dispositions for the lesser offender. In the vernacular, these have been called "30 days or 30 dollars." As a matter of fact, it often makes very little difference which the court selects, since a large proportion of defendants have no money for a fine and go to jail anyway.

Greater use of probation. Strangely enough, probation, which is used in more than 50% of all convictions throughout the United States, is used very little in misdemeanant courts. In some of the larger misdemeanant jurisdictions probation is used in less than 2% of all dispositions. The reason for this seems to be that judges want a presentence report before imposing probation and the conventional presentence investigation requires more time and trained personnel than the lower courts have.

The idea has now been advanced that the procedures first used by VERA to select good risks for release on recognizance can be adapted to selecting good risks for probation. Intelligent high school graduates and college undergraduates can be taught how to utilize specially devised interview forms and to conduct verifications of a few significant items that will enable recommendations to reach the court within a day. Coupling this kind of procedure with the utilization of selected volunteers in providing probation supervision (already demonstrated in a few jurisdictions) could increase the number of misdemeanants placed on probation and result in a corresponding decrease in jail commitments.

Extending the limits of confinement. Increasing numbers of jurisdictions are passing enabling legislation that have the effect of extending the limits of confinement from traditional jails and prisons. Legislation of this kind permits the development of work release or work-furlough programs. While most such programs are work oriented, a number of correctional agencies are able to utilize "work release" provisions of the statutes to include the education and vocational training of selected prisoners in the community. In some jurisdictions the law permits the granting of furloughs or unescorted trips outside the institution for such specific purposes as visiting a dying relative, attending the funeral of a relative, obtaining needed medical services not otherwise available or personally contacting prospective employers.

"Halfway Houses" represent another variation of the principle of extending the limits of traditional confinement. Recognizing that the real opportunities for successful reintegration of offenders lie in the community, some offenders need correctional experiences which can provide: (a) motivation for acquiring a conventional role in a non-delinquent setting; (b) realistic opportunities for testing this role; and (c) rewarding experiences which will tie them to the new role. Community residential centers in which carefully con-

ceived programs are skillfully administered are in a unique position to meet a particular range of correctional needs.

Changes such as the foregoing do not mean that local jails eventually will be going out of business. Quite the contrary. Jails are needed not only for the safekeeping of those who require it but as community correctional centers with capabilities of providing a broader range of services.

For example, while probation departments will continue to bear major responsibility for giving the courts information about offenders, there are many cases in which this information should be augmented by more detailed study and observation than probation departments can conduct. In such cases the local institution can serve as a diagnostic and classification center—mobilizing from the community the professional and technical services required.

The local institution could marshal the medical resources that would enable it to give supporting services to alcoholic detoxification centers.

Educational and vocational training resources can be tapped for the development of in-house programs, where these are necessary, or to which selected prisoners may be given access under "study release" procedures.

In one state it has been proposed that felons convicted of property offenses who may be candidates for an early parole be sent back to the jail in their own community to serve their sentences in a setting that will acquaint them with the situations they will face when released. This rationale need not be limited to property offenders.

These trends and future possibilities will have an obvious bearing on the planning of new local facilities. Clearly, it is not enough to determine that the rate of population increase in a given community has been so much over the last ten years and, therefore, so many more jail cells will be needed over the next ten years.

The changes sketched here do suggest that there is a new promise that the jail can be transformed into a significant contributor in the continuum of correctional services. In the past, as the Corrections Task Force of the President's Crime Commission has pointed out, change has been inhibited by two considerations; the first has been a feeling of futility about the investment of resources in the correction of the misdemeanant. The minor offender, it has been argued, has such a short sentence that little can be accomplished in the time available. A second problem has been the cost of services. The Task Force deals in considerable detail with both issues and Chapter 7 of its report, "The Misdemeanant in the Correctional System," is of special interest to local planning groups.

One consideration, however, deserves special emphasis. There are an

increasing number of non-correctional resources in most communities which can and should be mobilized in the effort to create a broad-gauged program for the reintegration of the misdemeanant into the community. The exploitation of these services and resources substantially eliminates the need for large outlays for new and independent services within the jail. Planners who make a careful analysis of the possible contributions of the community mental health services; the local employment placement services; the vocational rehabilitation agency; the public education system; the department of public health; the welfare department as well as the range of private voluntary agencies will uncover many resources which can appropriately be applied. The assessment of resources should not overlook the possible direct involvement of business and industry in providing training opportunities, both within the institution and in the community—especially when such training is short-term and will contribute directly to the solution of significant labor shortages. For example, in one community, a manufacturer of electronic equipment faced a critical need for workers trained in electro-soldering. In cooperation with institutional officials, a plan was worked out for the industry to establish a training unit within the institution. The costs both of the necessary equipment and the training personnel were borne by the industry and the trainees, after a reasonably short period of instruction, were placed on work-release jobs in the community and eventually on full-time jobs in the industry in which they were trained.

Admittedly the conversion of the jail into an effective local correctional center cannot be accomplished without some cost to the taxpayer, but until such a reorientation of the jail is accomplished, it will continue to function as a human warehouse. In the long run, strengthening the capacity of the local correctional center should result in real cost savings as well as a reduction in crime.

MODELS OF PROGRAM DEVELOPMENT AND MANAGEMENT

ORGANIZATION FOR PLANNING

No single organization for the planning of local correctional programs will serve adequately the needs of all communities. The approach taken will depend upon the size of the community; the availability of professional planners on the staff and other factors.

In the large metropolitan jurisdiction, planning for the local correctional system should be the responsibility of the professional planning staff. Further the plans should be integrated with the broad plans for community develop-

ment. Planners must obviously work in close collaboration with the principal administrators of the operating agencies concerned. Ordinarily the plans should be reviewed by a competent citizens' advisory committee before presentation to the governing body.

Much of the planning will take place in smaller communities with more limited technical or professional resources. Here, the governing body may assign the planning responsibility to an appropriate group of local administrators. Another approach might be to use a local crime commission or council as the planning group or a citizens' advisory council might be appointed for the purpose.

The governing body will want to consider carefully the relative merits of assigning the responsibility to a reasonably well-informed citizens' group as opposed to a task force of local officials. The latter should, of course, be more familiar with the needs and the practical operational problems, but they may also be less inclined to consider alternatives or respond to the need for change. The involvement of citizens in the planning process may have important side benefits, not the least of which is the generation of broad support for the implementation of the program at later stages.

Whatever the composition of the planning group, it is probable that they will need professional planning assistance. Where this is available within the government, it should be used. If it is not, provisions should be made for planning staff consultants on a contract basis.

STEPS IN PLANNING A PROGRAM MODEL

The process of planning in the field of corrections, as in others, amounts to outlining a series of priorities for improvement based upon a number of assessments supported, where possible, by firm data: (a) general needs and problems to be met; (b) analysis of existing systems for dealing with them; (c) identification of resources that will be available; (d) distribution, sequence, timing and amounts of funding needs; (e) the systems and administrative machinery needed for implementing the proposed plan; (f) the direction, scope and types of improvements to be made in the future; and (g) the relationship of the plan to other relevant state and local criminal justice plans and systems. The gathering of information and the weighing of alternatives required to produce a plan in these dimensions not only will increase the soundness of the proposal, it will provide the rationale of defending it to legislators and others who will need to be convinced.

Assessment of needs. One of the most difficult problems in planning new correctional programs is obtaining agreement as to the numbers and types of persons to be served. Not only is this because of the dearth of facts and figures

with which to make firm projections, but planning today must take account of many changes in progress and in prospect that will directly affect the members of offenders to be accomodated. For example, an effective bail reform program may significantly reduce the number of persons admitted to detention and cut down the length of stay in jail for some who are awaiting trial. Offsetting this, any marked increase in the number of accused persons accepting their right to legal counsel and choosing their right to a jury trial will tend to increase the costs of court operations and extend the interval of time between arrest and final disposition including those who must remain in jail for the duration. Again, enabling legislation, such as an extension of parole statutes to include misdemeanants, may reduce the time served by sentenced prisoners, possibly increase the rate of commitments because of parole violations and certainly add to the work load of the parole agency involved.

Estimates of the numbers and kinds of people coming into the correctional system usually start with arrest figures for the jurisdictions served by the system. But this is not as firm a starting point as might be supposed. Not only may the figures not be broken down by age, sex, offense and other categories needed for planning purposes, but projections for future years may be less certain. Among the immeasurable factors that could have considerable bearing on arrest rates are an increase or decrease in police efficiency, a change in prosecution policy and the effects of crime and delinquency prevention programs in the community. Despite the difficulties and uncertainties of projection the attempt must be made to arrive at figures of some kind. Following is a partial list of the kinds of information needed for planning:

1. For jurisdictions involved, report arrests by major categories:*
   Felony crimes
   Breakdown by crimes against property, against persons and against public order, narcotics and drug sale and use and sex (separate rape with force).
   Misdemeanor crimes
   Breakdown as for felonies, except also separate drunk arrests when data available and minor traffic offenses.
   Juvenile delinquency acts
   Breakdown as for other crimes but also separate out arrests for runaway, "in-danger-of" and related causes not clearly associated with offense categories indicated for felonies and misdemeanors.
   *Show actual counts and as rates per 100,000 population.

2. For jurisdictions involved and for all categories of offenses and offenders:

a. Adjudication actions—number dismissed, transfers to other jurisdictions, pleas as charged, pleas to reduced charges, to trial, convictions (or hardship established in juvenile court).
b. Sentencing actions—numbers of:
   (1) fines, restitution orders and suspended sentences
   (2) jail sentences
   (3) probation granted
   (4) jail and probation imposed
   (5) prison and reformatory sentences
   (6) commitments to local juvenile correctional facility or foster home placement
   (7) commitments to state juvenile system

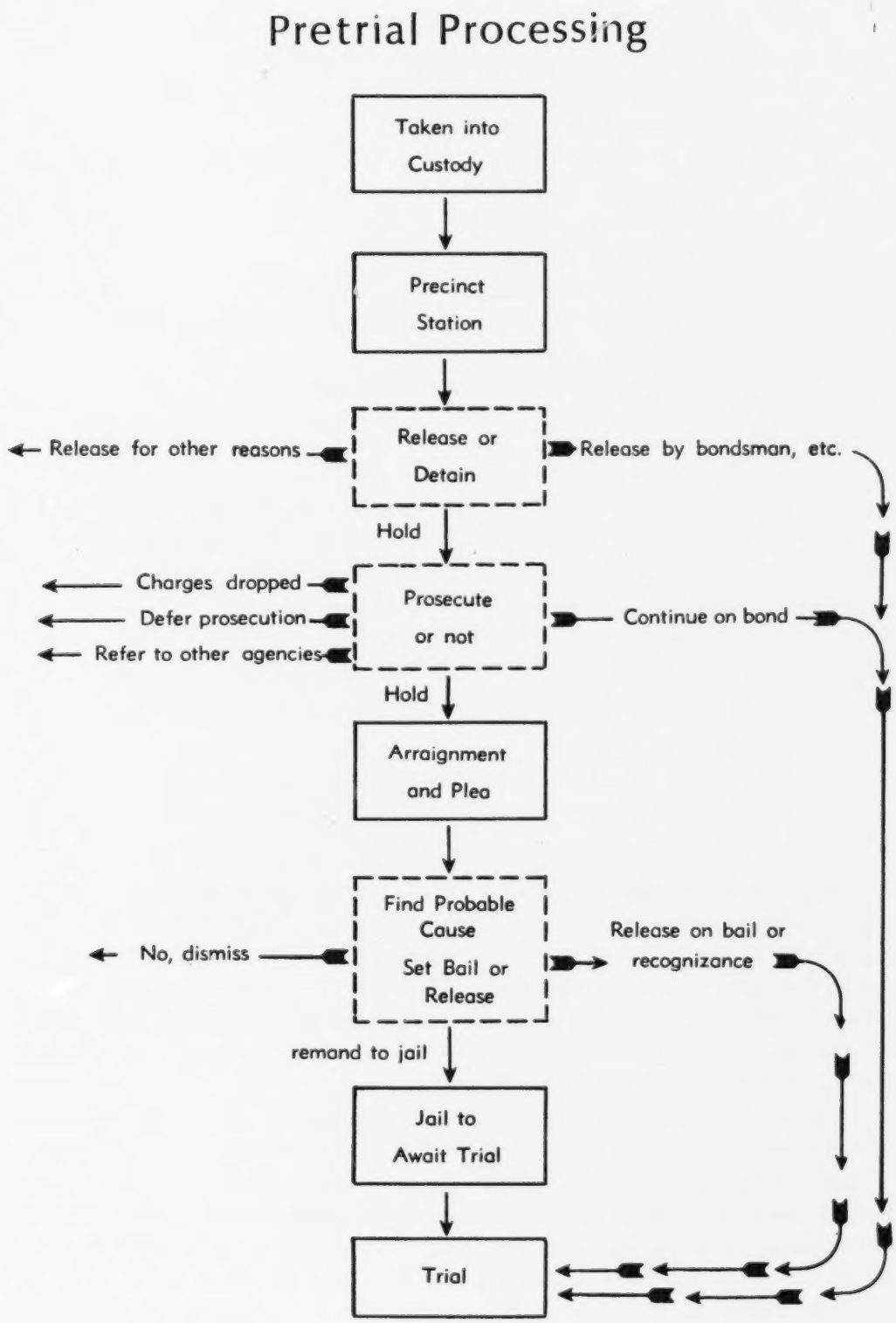
3. Movement of sentenced offenders, number and:
   a. Time served in jail before discharge*
   b. Time served in juvenile detention before probation or discharge*
   c. Time served in state institutions before parole or discharge*
   d. Time served on probation before discharge
   e. Time served on parole before discharge
   *Show separately for (1) original commitment and for (2) violation of suspended sentence, probation or parole.

Data relating to offender characteristics would be enormously helpful, as would the findings of any studies of recidivism. This information should, of course, be used as it may be available but planners will discover that requests for even the most basic data will severely tax the capabilities of existing statistical units.

Analysis of existing systems. Basically, there are three ways in which existing systems can be analyzed: (a) Measures of the flow of offenders through the systems; (b) examination of specific functions within the systems and (c) studies of cost-effectiveness. Each of these methods deals with a different dimension and will produce separate kinds of information which will help the planning group make subsequent choices among alternatives and determine what action should be taken.

Figure 1 is a simplified schematic flow chart. It shows the directions that an offender may take from arrest to trial. It also identifies, in the sequence of steps, where major decision points are. Not only would a planning group need to know more about these decisions—who makes them; on the basis of what information and for what purposes—but the group may want to consider ways of improving decision-making to make the flow more efficient. This illustration is, of course, not complete. When this approach is used, a

Figure 1


Pretrial Processing
Taken into Custody
Precinct Station
Release or Detain
Release for other reasons
Release by bondsman, etc.
Hold
Charges dropped
Defer prosecution
Refer to other agencies
Prosecute or not
Continue on bond
Hold
Arraignment and Plea
Find Probable Cause Set Bail or Release
No, dismiss
Release on bail or recognizance
remand to jail
Jail to Await Trial
Trial

JURISDICTIONAL STRUCTURE OF CRIMINAL JUSTICE OPERATIONS AT THE COMMUNITY LEVEL

(TYPICAL COUNTY GOVERNMENT BOUNDARIES)

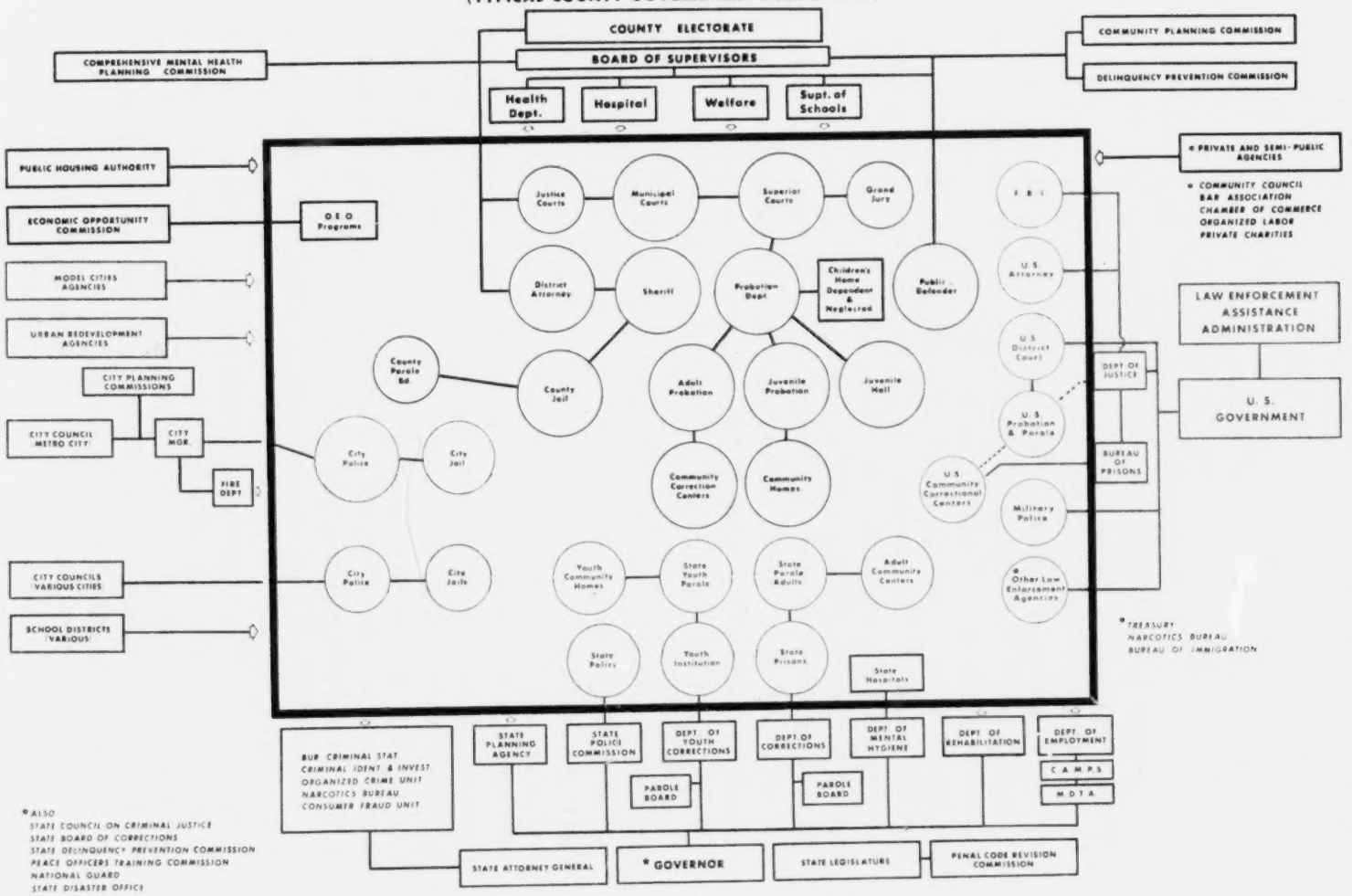


Figure 2

planning group will need to add numbers of offenders involved at each step in the process and the average time intervals required for the completion of each step. In addition, the chart must be extended to show the range of dispositions that occur after trial, including post-conviction procedures and correctional programs. In all of these subsequent steps, the planning group will need the same kinds of information as suggested for the pre-trial period.

Figure 2 is a simplified schematic function chart. This one was drawn to illustrate an actual situation. The heavily-lined rectangle represents a county. The circles within the rectangle represent, by jurisdictions, all of the criminal justice activities in the county. The size of the circles denotes the rough size of each activity. The legends at top and bottom depict the general governmental organization and agencies responsible for the activities. Also shown are special agencies and organizations which provide programs and services that are related to the problems with which criminal justice systems deal. How typical this configuration may be is not known. It is certain, however, that application of this approach to any other unit of local government will show where duplicate and overlapping functions occur within the existing system. It will also furnish a framework for the development of essential data about manpower and funding allotments to the components of the local criminal justice system as well as collaborating non-correctional agencies.

As difficult as it may be to marshal the data needed for either of these two analyses, the third dimension will be even more difficult. Here, concern is with cost-effectiveness. It will be relatively easy to obtain from budget documents the funds required for agency operations and for capital outlay. However, it may be very difficult to break these figures down by specific programs and activities. It probably will be impossible to pro-rate costs by offenders. Further, per capita costs of operation do not tell the whole story. Not only are such figures likely to be applicable only to one agency or one step of the total process, they do not reflect the one thing a planning group needs to know—what are the anticipated costs of alternative approaches in terms of the results which planners seek to achieve.

For purposes of illustration, consider a situation in which planners may wish to tackle the difficult problem of chronic offenders against property in the age group 25-35. Available data would provide at least a rough estimate of the costs involved in the apprehension, conviction and confinement of an individual misdemeanant. It would also permit a projection of costs which may be expected to accrue if the offender continues to be involved in similar difficulties over the course of his life time.

The plan proposed to correct the situation might well involve the use of community based services designed to help the offender cope with his problems in the community. The costs of such service, per person involved can

also be estimated with some accuracy. Until the program can be tested in practice, the planner will also make estimates concerning the proportion of the clients who will be diverted from minor criminal careers. Each success in the program will mean a direct saving to the community of the criminal career costs which he might otherwise represent. If it can be demonstrated that the investment in the new program will involve costs which are less than the expected career costs, the program can be justified. It is of course desirable to weigh the relative dollar outlay which might be involved in other programs designed specifically to accomplish similar objectives with the target group as well as with other identifiable groups within the misdemeanant population. Finally it will be essential, once a given program is adopted, to build in methods for determining the extent to which the program pays off.

The illustration suggests the need for the examination of possible trade offs—that is, spending money in one place to produce savings somewhere else. The approach has not been used widely in planning the correctional components of the criminal justice system, but it has an obvious application.

Identification of resources. The resources needed for any social welfare program generally break down to money, manpower, materials and, in the case of correctional institutions, facilities. This does not necessarily mean that the resources needed to deliver the programs and services in question have to be provided by the agency directly responsible for the activities. Before a planning group can consider what programs should be introduced or expanded, estimates must be made of the kinds and amounts of support that may be available from all sources. The search for these may well involve explorations with legislative groups, with government agencies in the fields of education, health, mental health, social welfare, employment services and vocational rehabilitation, as well as industry, labor and civic groups. By making an inventory of resources, it is at least theoretically possible to match combinations of these with program and service alternatives.

Distribution, sequence, timing and amounts of funding needs. The next logical step in the planning exercise is to begin program model building. The focus is on programs and services. These may be represented in various combinations and the initial task is to define them and to consider alternative ways in which input of funds can be made. One problem that must be resolved is sources of funding. To illustrate: shall the greater emphasis be given diagnostic work or expansion of social casework services? How much of the funding of these should be added to the operating budget of the correctional agency and how much may be available in the form of subsidy? How much may be contributed in personnel and services by other agencies? Detailed explanations of several planning alternatives appear in subsequent sections.

The sequence, timing and amounts of funding represent another problem area. These are also component parts of an operating model that must be considered in any action proposal. The eventual adoption of a new program plan, for example, will not start as a full-scale operation. It will be implemented gradually. Therefore, even the preliminary design of one or more models should reflect the order in which new activity will be introduced or an existing activity modified, the intervals of time in which successive developmental steps will be taken and the coordination that will be needed for this progression to occur in an orderly way.

The systems and administrative machinery needed. Another important dimension of planning and model building is provision for the kinds of systems and administrative machinery that will be needed to implement the proposed plan. This is the chassis on which the motive power supplied by program resources will rest. Planning groups will have to consider the capabilities and working relationships that will insure the most effective delivery of programs and services. This may well require new enabling legislation. It certainly will involve sharing of responsibilities and collaborative effort. For too long, correctional agencies have tried to do the job alone. By cataloging the range of proposed services, planning groups are in a position to suggest specific ways in which these may be incorporated into a proposed plan that is comprehensive.

The direction and kinds of future improvements. Planning groups do not deal entirely with the present. Comprehensive planning is really concerned with future effectiveness. While the focus of model building is on programs and services, planners will recognize that the difficulties of planning and implementing change are not only substantive; they may be tactical and strategic as well. Clearly, an attempt to cope with existing problems on a massive scale risks outrunning available resources and the level of understanding that can be brought to bear on them. If a strategy is adopted that is consistent with limited resources and understanding, the effort may appear inadequate in relation to the magnitude of the problem. Since change in one part of a system is likely to produce changes in other parts of the system, choice of a starting point should reflect on effort which will be seen as part of a larger and more significant undertaking.

Relationships to other plans and systems. In many contexts throughout this document attention is drawn to the importance of collaboration and alternative uses of resources beyond the agency having primary responsibility for correctional programs. Planning groups can help insure this coordination by making certain that the proposed plan is tied to other relevant state and local criminal justice plans. Indeed, this linkage should not be restricted to criminal

justice systems. Not only do the programs and resources of other agencies have potentially much to offer corrections, but effective strategy for action will take maximum advantage of local initiative. This can be found among "champions for change" in the community and current front-runners among state and local agencies.

THE CHOICE OF FACILITIES

With decisions made as to program, planners will need to consider what facilities will insure the most effective and economical operation. The choices will lie among four basic approaches: use of existing facilities, the single center approach, the multi-unit approach, and programs and services in the community. It is probable that combinations of these approaches will be needed to meet the program requirements of most jurisdictions.

Use of existing facilities. Necessity will dictate that first consideration be given the feasibility of utilizing existing buildings, either as they may exist or as they may be modified with reasonable investments in capital outlay. The central question is: what is the point of diminishing returns for an existing plant? At what point does it become obsolete? Granted that older buildings were not designed to accommodate the kinds of programs that planning groups now propose, it would be unrealistic in many instances to summarily tear them down when, with some modifications, their usefulness can be extended, if only in limited ways. Whether it will be necessary to replace existing structures will depend upon many circumstances. Included among them are the age, condition and location of the facility. Not the least of them is the combined judgment of architects, engineers and program managers as to the adaptations that can be made to insure a workable accommodation to new program requirements. Sometimes, also, it will be found that the site which the old jail occupies is more valuable for other purposes.

The single center approach. Regardless of the decision to utilize existing facilities, with or without modifications, or to design new facilities it is possible to conduct several programs simultaneously in a single establishment. These might include pretrial detention, diagnostic services to the courts and limited programs of correctional treatment and control for selected offenders. Although these are quite separate functions and the programs could operate as independently as circumstances might dictate, combining them as an integrated complex would have the advantage of economy in drawing upon common services. There are many examples of this in actual practice and the Bureau of Prisons is using this approach in the planning and design of new metropolitan correctional centers.

The concept of the metropolitan center took shape as Bureau of Prisons staff began to examine the range of needs which might be satisfied when the

Federal Detention Headquarters in New York City is replaced. There is the obvious need to provide an adequate facility for pre-trial detention. Within this facility it should be possible to separate defendants in to groupings which take into account security requirements; age; and sex. In addition, pre-trial prisoners should be separated from sentenced offenders awaiting transfer to other institutions and pending the outcome of appeals. There is also a high-level of referrals from the courts both for determination of competency and for study and observation under the provisions of Federal sentencing laws. This pointed to the need for the inclusion in the design of a psychiatric in-patient and out-patient clinic. Finally, the substantial number of releases to the metropolitan area of New York justifies the inclusion in the design of a unit which would provide housing for work releasees returned to New York for pre-release assistance. One of the interesting problems with which the architects will deal is to maintain the identity of each of the functional components—the detention center, the pre-release unit, and the diagnostic clinic—while they are provided access to a number of common support services. The completion of the architectural program for the New York center has been followed by the design of a similar unit for Chicago, and the need for multipurpose units in other large cities is currently under study.

The multi-unit approach. Instead of combining multiple functions under one roof, the various programs can be operated from separate facilities, but under single administration. There are many examples of this in practice as, for instance, a county may utilize a downtown jail primarily for pretrial detention, a rehabilitation center for sentenced prisoners and an honor camp for trustees. The rationale for this approach is that service capacity is increased, per capita operating costs are reduced by centralizing administrative and management direction and specialization among the operating units is encouraged. Offsetting the potential money savings of this arrangement are the capital outlay, rentals and maintenance costs of the separate units.

Programs and services in the community. From the discussions of preceding pages, it is clear that very few correctional agencies can realistically aspire to all of the resources that would be needed to conduct a broad range of programs and services. By now, it should be equally clear that such an attempt should be avoided where possible.

To illustrate: what would be involved in a proposal to provide complete diagnostic services to the courts as well as for classification purposes in scheduling correctional treatment programs? If these services were to be performed at a jail or correctional center, a few rooms set aside for interviews, tests and examinations are the least that would be required. Depending upon the range of functions to be performed on site and the numbers of people to

be processed the needs might be much greater, such as space for supporting clerical services, a waiting room, a staff conference room, even an infirmary. The variables from which planning choices will have to be made are: (a) what functions for what numbers of people can be performed on an "out-patient" basis and what functions under what conditions must be performed on an "in-patient" basis. (b) among both "in-patient" and "out-patient" groups, what services must be provided on site and what can be provided in other facilities. (c) what services can be provided by resident staff and what will be needed from other sources.

For example, a program plan might be as follows: (1) the local jail will draw upon city medical services for unusual diagnostic problems, major surgical procedures and inpatient care and treatment of serious mental illness; (2) the clinical services provided at the jail will be available, as needed, to all persons committed; (3) diagnostic services may be extended on an outpatient basis to selected sentenced prisoners, probationers and parolees, as well as to pre-sentenced persons. (Persons requiring inpatient care, whether at the jail infirmary or elsewhere, usually are those who are self-destructive, physically ill, medically unstabilized—such as a diabetic—or in need of psychiatric study under controlled conditions.)

Depending upon local circumstances, professional staff may be recruited on a part-time basis or special services may be purchased, as needed, under contract from local professional resources. Another agency may provide diagnostic and treatment teams as an extension of its own program. In Massachusetts, for example, the Department of Mental Health has a Division of Legal Medicine which provides diagnostic and clinical services to the courts and correctional agencies both on an inpatient and outpatient basis.

It may not be necessary that clinical facilities, such as described in the example above, be a part of the local institution. In some jurisdictions, the services needed may be provided by a local hospital, an existing mental health clinic, or some combination of community services offered by other agencies. In Massachusetts, court clinics function effectively when attached to probation departments. Limited office space is furnished in the court buildings and referrals to special facilities are made as needed. In several jurisdictions, aftercare programs include clinical services which may consist of no more than conveniently located office space for professional staff who have access to the special facilities that may be needed.

ADMINISTRATION AND MANAGEMENT

In the national profile of corrections, nine service organizations are identified: juvenile detention, juvenile probation, juvenile institutions, juvenile

aftercare, misdemeanant probation, adult probation, local adult institutions and jails, adult institutions and parole.[2] The survey conducted for the President's Crime Commission found only one state (Alaska) in which all nine correctional services are organized into a single department. In two states, seven functions are administered by a single correctional agency. Conversely, in five states each juvenile institution is administered by a separate board and in three states this is the administrative pattern for each adult institution. Between these extremes, only six states have a single correctional agency that administers more than three of the nine functions.

In a number of states, correctional services are administered by departments that have other responsibilities such as welfare, mental health, hospitals and public safety. In all, there are 41 state departments whose primary function is not corrections but which administer several correctional services. This does not necessarily mean that the services are consolidated since seldom is more than one correctional service placed under one correctional administrator.

The situation with respect to the administration of local adult institutions and jails is infinitely more complicated. Only in Connecticut, Delaware and Rhode Island are they state-administered. In most jurisdictions, these institutions function autonomously and their relationships to other correctional institutions and programs, if not entirely remote, lack the kind of integration that would enable total coordinated correctional effort.

Local administration. Typically jail management is the responsibility of elected local officials. Unlike schools, hospitals and mental health programs, where the need for competent, trained and full-time leadership has long been recognized, the administration of local correctional facilities is more often than not one of the many responsibilities of the sheriff. He in turn must rely upon subordinates who ordinarily have had no preparation for the management of a correctional facility. There is an obvious need for a better administrative framework if continuity in the development and management of realistic and practical jail programs is to be assured.

Beyond this, it is the exceptional jail that has or can acquire the necessary money, personnel and facilities with which to do a more effective job. The increasingly high costs of operating any correctional institution present nearly insurmountable problems for cities and counties whose authority to tax is limited. When coupled with lack of popular support that derives from common rejective attitudes toward offenders as a class agencies which deal with such persons are disadvantaged in the development of effective programs. In

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[2] "Correction in the U. S.", A Survey for the President's Crime Commission by the National Council on Crime and Delinquency, pages 247-252.

these circumstances personnel training and opportunities for a career in jail work continue to be the exception rather than the rule.

State administration. The elusiveness of workable direct solutions to these problems has provided the rationale for several alternatives. As noted above, the alternative of state operation has appeared so far in only three states. While state administration has the theoretical advantage of drawing upon greater resources, standardizing operating procedures and consolidating supportive services, there is as yet no empirical evidence that greater effectiveness has been achieved. In two of the three states the experience is quite limited and no systematic effort has been made that would permit this kind of evaluation. Until very recently, in one state, the administration of jails has been separate and distinct from the administration of all other correctional institutions. Nowhere has the attempt yet been made to integrate fully all of the functions performed by state and local government agencies presently operating in the area of corrections.

A number of states have made the compromise of providing state inspection of local institutions and jails. Some state inspection laws require compliance with minimum standards relating to safety, security, health, sanitation and humane treatment. In other states the inspection service is advisory only. While states with enforcement authority may have the power to discontinue the operation of institutions that fail to meet minimum standards, the reality of political life insures that this rarely occurs.

Collaborative administration. Various kinds of collaboration offer other choices. The "metro" form of government in which the administrative functions of a city and county merge is one. Instead of perpetuating the separate operation of "city" jails and "county" jails, these institutions are managed under single authority. Increasing numbers of planning groups are considering the feasibility of regional institutions and jails that would provide essential services to a given geographic area regardless of city and county jurisdictional lines. Resistance to this idea comes from implicit threats to local authority. The arguments against this notion have a familiar ring. As with regional schools, questions are raised about the equitable sharing of costs, where ultimate authority will lie and problems of transportation.

Collaboration is also found in the form of subsidy. This may be in the nature of personnel training which a state provides local staff. It may be in furnishing technical assistance for planning and program development. It may appear in the form of direct programs and services provided by other agencies. Increasing use is being made of contractual arrangements between correctional agencies under which specific local services are purchased. An example of this is seen in plans that are being formulated in one metropolitan area to

provide broad-range correctional programs and services to all local offenders regardless of the court jurisdiction from which they come. Under this plan, the state and Federal governments will contract with the local correctional agency at daily per capita rates for the care and correctional treatment of the offenders for whom they are responsible.

It is quite likely that local or state planning groups can do little or nothing about solving immediate problems of political and jurisdictional limits that are imposed upon local correctional programs. However, from painstaking examination of the issues involved and from an understanding of the capabilities and mechanisms needed for the eventual delivery of comprehensive, coordinated correctional services, planners can provide a blueprint for the attainment of long-range goals. In so doing they will choose among alternatives and identify priorities with which intermediate and compatible steps can be taken.

ISSUES IN FACILITIES DESIGN

At some stage in planning a new facility the architect is brought in. Generally, the earlier this can occur the better. It will be the architect's eventual responsibility to produce the design of the facility and to develop the construction plans and specifications. Since these are produced from a program of architectural requirements that have been agreed upon by all parties concerned, the architect's early involvement—even as an observer—in the choices that are made among program alternatives will result in better functional design and reduce subsequent delays and costs of effecting changes that can be avoided.

Planners who have had little or no experience working with an architect should recognize that he is a planning specialist. It should be expected that, whether he may be experienced in designing correctional facilities, he will apply his knowledge and skills to the problems and needs at hand rather than rely on stereotypes of other structures. Since program planners and managers are not always as certain as they should be of the programs desired and the specific functions involved, the architect may find himself confronted with an information vacuum. To fill this vacuum, consciously or not, he may resort to stereotype design blocks or usurp the responsibilities of others for planning the programs for which the facility is to be built.

FACTORS IN RELATING FACILITIES TO FUNCTIONS

Location. From a program standpoint, the institution should be as close to the centers of business, industry, schools, medical facilities, welfare service agencies and the courts as circumstances permit and accessible to public transportation. Not only will this facilitate the use of such resources, but pro-

blems of staffing are simplified when there are not tiring or complicated daily trips to and from the job. For selected prisoners who are to participate in programs of work release, study release, clinical services or other community activities, transportation problems can contribute heavily to program failures.

The choice of location must also be based on economic and design considerations. Building sites in the inner city are scarce, expensive and affected by zoning ordinances. The separation of functions in a large or multi-programmed facility can be achieved by high-rise adaptation in contrast to the lateral spread that is possible where land is more plentiful, as in out-lying areas. The initial capital outlay for an inner city facility undoubtedly would be substantially greater and it is likely that more compromises would have to be allowed in functional design. The construction costs of a facility in an outlying area could be substantially less but operating costs might be higher because of transportation and the additional man-days required for escort duty.

A systematic analysis of alternate sites should be made using modern tools of economic evaluation of different costs over varying time spreads.

Size. The preceding chapter discussed the kinds of information needed for an assessment of correctional needs. This dealt with the system as a whole. Obtaining agreement as to the size facility needed presents additional problems.

Not only have local institutions not functioned as integral parts of a larger correctional system, but in the correctional field, unlike others, there are no universally accepted standards for optimum size. The survey conducted for the President's Crime Commission recommended that "ideally, a homogeneous population of less than 100 (but not exceeding 200) offers the best milieu for treatment and maintenance." [3] The Crime Commission itself said that the model institution should be "relatively small." It has long been established that from a program standpoint the larger the institution population the more its members—both staff and inmates—lose their identity and individuality. Conversely, the per capita cost of operating a fully programmed institution that is too small would be prohibitive.

The size of a proposed institution can only be determined from estimates of the rate of commitment and the length of stay. The facts, figures and choice of alternatives that are used in arriving at estimates constitute the real problem for planners. The absence of firm hand-holds make this a most difficult and uncertain task. Moreover, it can be anticipated that when expanded correctional resources are available, judges will be more prone to commit locally many who otherwise would be imprisoned in state facilities.

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[3] Op. cit., supra, page 154.

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This has happened in one populous county which acquired a well-staffed probation department, excellent mental health services, a good honor camp and a significant work release program in recent years. Despite the fact that between 8,000 and 9,000 people are processed through the local jail each year and at any given time about 1,500 adults are being supervised by the probation department, the local courts commit fewer than 50 persons annually to the state department of corrections.

Cells versus dormitories. A basic question in correctional institution design is security for whom and for how many. This question usually arises first in connection with housing. Unfortunately, there are few guidelines and little concensus among correctional administrators as to what the ratio of cells to dormitory space should be. In part, this can be determined by the kind of institution that is proposed. Cells are especially advisable for institutions handling maximum security types of offenders, while open institutions and minimum security camps can have a high proportion of dormitory space. Since jails and detention centers confine people whose security and supervisory requirements are virtually unknown upon arrival, a fairly high proportion of single cells or rooms is in order.

One of the factors which will have a strong influence upon the ratio of cells to dormitory space will be the extent to which the institution has staff to gather information essential for the classification of prisoners. When such basic data about offenders are available, the managment of the population is facilitated and housing assignments can be made in the light of the security problems which individual or groups of offenders present.

To plan for them is not so simple. The construction costs of cells or rooms are considerably greater than dormitory space because they require more square footage, plumbing, wiring and fixtures. The door fronts, alone, of maximum security cells can cost as much as $1,000 each. The traditional over-emphasis on security has produced over-built institutions in which cells are costly to build and to maintain. The inflexibility of such institutions also limits the development and expansion of correctional programs.

Functional grouping. It goes without saying that both in the interest of construction economy and operational efficiency the design should attempt to locate functions closely when there is a high incidence of activity relationship. To accomplish this, the specific functions that are involved in the various programs and services must be analyzed in terms of how they are performed, when, by whom and where. There are many examples of the difficult questions that must be decided.

Assume, for instance, that the admission procedure calls for a complete physical examination of each new prisoner, including a full chest X-ray. Should examining rooms and an X-ray machine be provided in the receiving

section or, since these exist in the infirmary plan, should newly committed prisoners be taken to the infirmary for initial physical examinations? To provide these accomodations in the receiving section would mean additional space and the acquisition costs of duplicated equipment. To use infirmary facilities would require an excessive amount of traffic in an area which normally holds non-patient traffic to a minimum and might require additional staffing to provide escort service between the infirmary and the receiving section. If neither of these choices is acceptable, what are the possibilities of locating the infirmary and receiving section close together so that common functions between the two programs can be shared?

Again, assuming that casework services are to be provided, where should the offices be located? The function of interviewing prisoners might argue that offices or interview rooms be provided in those locations where most of the prisoners are: in the housing units, the infirmary and the receiving and discharge unit. But, does it matter that the space provided for interviewing is used only a few hours a day, possibly on certain days of the week and that much of the interviewing may be performed by non-resident staff or by females? Where should interviews be held with members of the family, lawyers and other non-prisoners? Casework services also involve much use of the telephone, dictation and transcription of correspondence and reports, use of official records and conferences with other members of the staff, as well as with representatives of outside agencies. The design problems of relating interdependent functions in a correctional institution are complicated by the need to reconcile factors of accessibility and security which may be incompatible.

Flexibility. The two most distinguishing characteristics of older prisons and jails are their massive structural security and lack of flexibility. Both are wasteful of scarce funds applied to excessive construction costs and higher than necessary operating expenses. The management of these institutions over many years has demonstrated that effective control of prisoners involves far more than total reliance on physical barriers. Not only are the types of prisoners and the purposes of their confinement undergoing constant change, but methods of dealing with them are continually changing as well. New techniques, programs and services present new requirements.

Security is obtained in many ways: by technological advances in communications, such as audio and visual monitoring systems; by more effective interpersonal relationships between staff and inmates; by better diagnosis and classification; by greater involvement of prisoners in goal-oriented correctional programs that are geared to achievement.

In theory, structural security can be achieved in either of two ways. Principal reliance can be placed on perimeter security, such as may be achie-

ved by armed towers and sophisticated fence or wall alarm systems. With this design the compound area can be fairly open and permit great freedom of movement. Relatively little security is achieved by internal structures. Conversely, reliance can be placed on the structural security of the facility units themselves. This design intends a minimum of controlled movement between units and, therefore, less need for perimeter security. In this circumstance, inmate participation in program is generally limited to that which can occur within the respective units. But programs and services are so diverse and individual needs for supervision and control are so varied that neither of these designs, in their pure form, is appropriate for most institutions.

One of the more common ways of avoiding either extreme is to develop a design based on "zone control" which has both structural and operational implications. There are a number of activities in an institution which are 24-hour operations and which, therefore, require the greatest security and supervision. Included among these are the housing units, infirmary, control center and main lobby or front gate. Some activities, like food service, may operate from 12 to 16 hours a day. Others will operate from, say 8:00 am to 4:30 pm five days a week, while still others will occur for only three or four hours during the early evening. By grouping the facilities in accordance with the schedule of usage and by providing convenient access to them, portions of the institution not in use during intervals of time can be sectioned off.

Carrying this concept a step further, it will be seen that great flexibility can be assured certain sections of the institution by providing free-span areas in which partitions can be placed for various purposes. At minimum cost these can be relocated to meet changing program and operational needs. Distinctions will need to be made among the partitions as to their relative permanence and the particular purposes they serve, e.g., as sound barriers or to provide some degree of internal security.

A CASE ILLUSTRATION

The painful reality of the problems identified above can be seen in a single case example. Philadelphia opened a new Detention Center on November 18, 1963 This was the culmination of one of the most comprehensive and detailed studies ever made for the programming and design of a correctional institution. A recent study of Detention Center operations dramatizes the effects of recommendations that were not followed and how wide of the mark some of the original planning was in the attainment of objectives. [4]

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[4] Abstracted from "The Philadelphia Detention Center—An evaluation after Four Years of Use," The American Foundation Institute of Corrections, June 1968.

•Largely for financial reasons the recommendation that the Detention Center be located close to the courts was not followed. Operational results: With an annual commitment rate of some 20,000 there are approximately 60,000 individual movements of prisoners per year. Many persons are released on bail or on their own recognizance within hours or a day after being committed. Others are returned to the courts to confer with lawyers. The Bail Bond Project must send representatives to the Detention Center to confer with the accused, thereby delaying the release process. Probation officers who must interview convicted but unsentenced persons for presentence report purposes must make time consuming trips to the Center. Court hearings and trials have been delayed because of transportation breakdowns. The unavailability of the accused at or near the courts has caused delays at all stages of the judicial process and consequently has resulted in longer than necessary confinement.

•The original study committee had recommended a Detention Center capacity of 900, expandable to 20% more by 1980, but the estimate was far too low. Operational results: On a specific day in February, 1968, 59% of the 1,658 detioners confined were awaiting trial, 9.3% were persons whose sentences had been deferred, 9.3% were awaiting further court hearing and .4% were awaiting parole violator hearings. It was calculated that in the five years since the institution was opened, the time spent in detention had increased by 31%. It was also determined that 91% of the population increase was due to the longer time in detention and only 9% was due to increased commitments. Unfortunately, the exact reasons for this could not be found.

•The committee had proposed a ratio of 70% dormitory space to 30% in single cells or rooms. This recommendation was followed. Operational results: The commitment of large numbers of persons charged with robbery, burglary, assault and other acts of aggression has caused the administration of the Detention Center many supervisory and control problems it could have been spared with a higher proportion of single cells or rooms. Many such persons can be held safely in dormitories when care is exercised in making quarters assignments, but much needs to be known about each individual. The very high rate of population turnover at the Detention Center virtually prohibits this.

CONCLUSION

By now it is fully apparent that the problems and tasks of planning a Community Correctional Center are many and profound, but these are not all substantive. In these times, both from the standpoint of strategy and the

usefulness of the planning effort, it can be argued that such a project should not be undertaken independently of the comprehensive criminal justice planning conducted under the Safe Streets and Omnibus Crime Control Act or of related planning projects sponsored by many other local, state and Federal agencies. However badly a new jail may be needed, it will never function effectively by itself.

Viewed in broader perspective, the local institution is but one component of corrections in the universe of criminal justice which also includes police, prosecution and the courts. In order to assess the feasibility of change, planning groups may find it useful to organize possible alternatives into three categories aimed at:

1. Improved operations within the criminal justice system.
2. Mobilization of resources outside the criminal justice system.
3. Increased equity in the administration of justice.

The first category includes more efficient procedures to promote faster flow of people through the system, methods of upgrading personnel, reorganization and new information systems and management methods. Although there are a number of obstacles inhibiting change in these areas, it is unlikely that these changes will achieve their intended objectives unless they are treated as parts of a larger approach toward organizational development and renewal. New procedures and tools require organizational change and change in the attitudes and skills of personnel utilizing them.

The other two categories call for new involvements outside the criminal justice system, but many outside resources already are inadequate to the tasks they are being asked to perform. Moreover, outside agencies tend to reject involvement with offenders because of the dangers, offender proneness to failure and the second-rate status of the criminal justice system. Effective collaboration with outside resources will require both that the organizations and individuals involved redefine "crime" in the context of their own functions and that the criminal justice system be given a visibility and place of central importance which, for the most part, it now lacks.

APPENDIX

Design items from which the architectural requirements of a correctional institution can be formulated

1. Administrative Section
   a. How many people work in the administrative office?
   b. Who are they?
      (1) Administrator, Warden, Sheriff, Jailor. Does the Administrator need a private office? Private toilet? Coat Closet?
      (2) Clerical office - number of desks? Record room or vault? Supply storage closet?
      (3) Is an employees' locker room for uniform change, etc. needed? Employees' showers?
   c. What is needed for lobby and toilet space?
   d. Will staff lounges, locker space and assembly rooms be needed?

2. Visiting Facilities
   a. Where will visitors wait? How many at one time?
   b. How many visiting stations are needed for:
      (1) Adult males
      (2) Adult females
      (3) Juvenile males
      (4) Juvenile females
   c. How many interview rooms are needed for lawyers?
   d. Are separate toilet facilities for visitors needed or can they use those in main lobby?

3. Receiving Prisoners
   a. How are most prisoners received?
      (1) Auto, van or bus
      (2) Pedestrian
   b. What is the booking procedure?
      (1) Basic records
      (2) Fingerprinting
      (3) Photographing
   c. How many hold cells are needed and what should be the capacity of each?
   d. Will alcoholics be handled in a regular manner or in a special section? Breath analysis? Special hold cells?
   e. What is done with incoming prisoner's belongings? Storage room? Vault? Sterilization?

f. Will prisoners wear jail clothing? What are the clothing storage and issue requirements?
g. Dressing room with showers?
h. Physical exam?

4. Prisoners Quarters (Adult Male)
   a. How many cells should be "inside" type and what should be the proportions of single, multiple and isolation cells?
   b. How many outside cells and how distributed?
   c. Any dormitories and what size?
   d. How will dayroom space be handled and how many dayrooms and size?

5. Prisoners Quarters (Adult Female)
   a. Will there be matron's quarters and, if so, what facilities?
   b. What facilities will be necessary for booking of adult females? Fingerprinting? Photographing? Property Storage? Jail Clothing? Physical exam?
   c. How many inside cells?
   d. How many outside cells?
   e. How many in dormitories?
   f. Is dayroom space required?
   g. Will they have a personal laundry?

6. Juveniles (Male and Female)
   a. Will juveniles be handled and what special provisions are necessary such as separate entrance, complete isolation from rest of population, special matron and/or officers, etc.?
   b. Boys section, how many rooms?
   c. Girls section, how many rooms?
   d. Dayrooms?

7. Medical Program
   a. What infirmary provisions must be made for:
      (1) Adult male
      (2) Adult female
      (3) Juveniles
   b. What will be done with mentally ill inmates?
   c. What office and examination facilities are needed by the doctor?
      (1) Adult male

(2) Adult female
(3) Juveniles

8. Religious Program
   a. What offices will be provided for chaplains?
   b. Will there be a chapel or special rooms devoted to the religious program?

9. Recreation and Exercise Program
   a. Will there be a gymnasium or all-purpose room for active exercise:
      (1) Adult male
      (2) Adult female
      (3) Juveniles
   b. Will outdoor exercise yards be provided for any or all of the above classifications?
   c. Will there be a library or book room?

10. What is the Vocational Training Program?
   a. Will it be carried on within the institution, at nearby schools or both in and out of the institution?
   b. If there is to be vocational training within the institution, what trades and how many students?

11. What is the Academic Education Program?
   a. Will it be in the institution or at nearby schools?
   b. If in the institution, what age and type classrooms required?

12. Food Service
   a. How will inmates be fed?
      (1) Adult male (inside cells)
      Adult male (outside cells)
      Adult male (dormitories)
      (2) Adult female (inside cells)
      Adult female (outside cells)
      Adult female (dormitories)
      (3) Juveniles
      (4) Infirmaries
   b. Does above dictate some central dining facilities?
   c. Will there be an officer's or employees dining room?
   d. What is food delivery frequency and how much warehouse is desirable for food items?

e. How much refrigerated space and what temperatures?
f. Design kitchen for how many meals per day?
g. Will all garbage be ground through garbage disposals?
h. How big a trash room is needed?
i. Is a steward's office needed? Inmate detail dressing room?

13. Commissary (Inmate)
    a. Will there be an inmate commissary and what is system of purchasing?
    b. How much area is required for the commissary and its storeroom?

14. Laundry
    a. Will there be a laundry for bedding, towels, jail clothing, etc.?
    b. What is anticipated piece count of each laundry item?
    c. Will ironing of flatwork and pressing of jail clothing be necessary?
    d. Can laundry be operated by either men or women?
    e. Will linen and clothing be stored and repaired in the laundry area?

15. Housekeeping
    a. How much dock and warehouse space are needed for normal supplies, furniture, etc.?
    b. What is system of cleaning and where will it be necessary to have janitor's closets?
    c. What space is necessary for mechanical equipment such as boilers, water heaters, air handling units, etc.?
    d. Where is mop laundry to be located?

16. Work Program
    a. Is there to be some kind of industrial or work program?
    b. Will it need shop space for such as:
        (1) Concrete products
        (2) Furniture repair
        (3) Highway signs
        (4) Painting trash cans, park furniture
    c. Will there be space for washing and lubricating county or city vehicles?
    d. Will there be outside details for landscaping in parks, etc. and will prisoners need a place to leave outdoor clothing, boots, etc.?

17. Discharge of Prisoners
    a. What are discharge procedures and can this procedure be accomplished in the receiving section?
    b. If not, what special provisions must be made for discharge?

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